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APPENDIX I.

[Vide answer to question No. 832 asked by Mr. A. B. Shetty at the meeting of the Legislative Council held on the 23rd March 1934, page 675 supra.]

Statement showing the number of L.I.Ms. who passed out of the Indian Medical School during each year since it was started.

Year.						Number of students who passed out of the school.
1928	...	...	...	...	...	83
1929	...	...	...	...	...	4
1930	...	...	...	...	...	52
1931	...	...	...	...	...	70
1932	...	...	...	...	...	38
1933	...	...	...	...	...	48

APPENDIX II.

[Vide answer to question No. 833 asked by Mr. A. B. Shetty at the meeting of the Legislative Council held on the 23rd March 1934, page 675 supra.]

G.O. No. 1467 [50 (S)], P.H., dated 30th June 1933.

READ—the following paper:—

Letter from Lt.-Col. J. R. D. WEBB, O.B.E., I.M.S., Officiating Director of Public Health, to the Secretary to Government, Local Self-Government (Public Health) Department, dated Ootacamund, the 25th May 1933, T. No. 16 P.H.

I have the honour to forward herewith for favour of approval of the Government, the proposed Rural Development Scheme for the Tiruvallur taluk of Chingleput district. The scheme is an attempt to co-ordinate all type of rural work on one selected area and to learn methods which could be adopted for other areas of the Madras Presidency. The detailed scheme enclosed herewith shows the method for introducing and continuing the work. It will be noticed that no extra expenditure will be incurred by Government over and above that which is already spent under the existing budgets.

From the public health and medical aspects of this scheme, Dr. Victor G. Heiser who represents the Public Health and Medical section of the Rockefeller Foundation, during his visit to Madras in March

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1933 has had a detailed examination of this scheme. As a result of this examination, it is hoped that the Rockefeller Foundation will be prepared to consider the grant of a recurring expenditure of approximately Rs. 29,000 per year, for three years on this scheme, provided Government approve of the scheme, and provided further that after the lapse of three years, they will consider the taking over of the scheme, should it prove successful. The Government has already requested the Rockefeller Foundation of America through the Government of India to permit Dr. Kendrick of the Foundation to join this Presidency for this work at an early date.

With a view to obtain this amount of Rs. 29,000, it is necessary to forward the approval of Government of this scheme together with the detailed budget for consideration by the Foundation by July 1933. If they accept this proposal, the sum of Rs. 29,000 will become available by January 1934.

Under these circumstances, I request that Government may be pleased to approve of the scheme as early as possible, as otherwise, the Rockefeller Foundation cannot include this scheme for their next year's budget provision, and we shall not be able to establish this valuable work, as anticipated, by January 1934.

ENCLOSURE

RURAL DEVELOPMENT SCHEME FOR THE TIRUVALLUR
TALUK OF CHINGLEPUT DISTRICT.

During the last fifteen years or more rural life in India has engaged the attention of many and we know of the several attempts which have been made by both officials and non-officials to improve the villager's lot. In reviewing the situation, we are faced with an immense social problem, the solution of which is not an easy task. The attempts made in India so far fall short of the ideal for many reasons, but the principles of these are:—

(1) The inability of organizers to appreciate fully, the outlook of the villager himself thus interfering with the stability of any work started;

(2) finance; and

(3) existing methods of work with lack of co-ordination.

Most attempts so far made, presuppose that the villager is an ignorant human being on whom knowledge can and must be super-imposed. Any effort made only in this way is doomed to failure at the very outset and certainly cannot be made permanent.

A concerted action is desirable by all Government departments, together with local bodies, and voluntary agencies, in a joint effort for rural improvement. If this is accepted, namely, that co-ordination of

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work is required, how can this be achieved? During the last year, I have had the pleasure of making unofficial verbal suggestions to heads of departments, local bodies and voluntary agencies and have obtained individual verbal agreement on all sides that an effort should be made towards a co-ordinated rural village development scheme in this Presidency.

(1) *The objects of a rural development scheme.*—(a) To form a demonstration of real rural development and how it should be worked. By this demonstration, knowledge will rapidly radiate to others who may be attempting similar work elsewhere in this Presidency or in India.

(b) To constitute a field of rural research into administrative as well as technical matters for to-day, we are groping in the dark in so far as the real solution for the many rural problems in India is concerned. Such a research may even lead to many valuable changes of present work, with considerable financial savings.

(c) At a later stage, to form a rural training ground for workers of all departments.

(2) *The section of area.*—Previous efforts for rural work have either been scattered throughout a district or localized to a few villages. Any new proposals should be based on past experiences. It is generally accepted that scattered work is not complete and cannot be convincing. A midway field of work is desirable, namely, an area which is not too big and yet not too small. This area should be about one-third of one taluk of a district. It should be typical of the Presidency, as a whole, and should, therefore, conform to the requirements of all branches of work. It should be sufficiently near to the capital of the Presidency (Madras City), so that those concerned can visit, direct and guide the work as it proceeds. Proximity to Madras City should facilitate frequent visits by all interested in this rural development for demonstration purposes. The area should not be so near to the City that it will receive City influence. In other words, it must be a true typical rural picture. The area should, if possible, contain work which has already been started and is progressing satisfactorily. And lastly, it should be an area where the villager himself is likely to accept, although possibly with difficulty, the teachings and preachings of those who are offering him modern twentieth century principles for his advancement. The area now selected, therefore, is approximately the central one-third of the Tiruvallur taluk of the Chingleput district and all have unofficially agreed upon the suitability of this area. It is about 90 square miles in extent, has 100 villages and hamlets, with a population of about 69,000 men, women and children. It is bounded on the north by the river Korttalaiyar, on the south by the river Virdhaksha, on the west by the artificial district boundary between the Chingleput and Chittoor districts and on the east by the artificial taluk boundary between Tiruvallur and Saidapet taluks. In the centre of the area lies the important festival union town of Tiruvallur accessible from Madras, by rail or road, the distance being 26 miles. In this area, two important

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missionary works already exist; that at Ikkadu under the Methodist Mission and that at Pandur under the German Lutheran Mission. The former is a rural weaving industry of importance with a hospital and schools, the latter is a rural agricultural endeavour which is well established. For ready reference, a printed map * of this area is attached (scale one inch to the mile).

(3) *Programme of work*.—It is desirable for each Government department and other agency to join hands in a joint co-ordinated effort. In this way, each effort should be directed at the solution of the rural problems of India. In doing so, however, each department should go into the field of work with an open mind and with a desire to forget temporarily the details of the present twentieth century methods which have grown up in India. In fact, it would be necessary to take these modern methods, and work out a new system, which in each case would be acceptable to the villager on the one hand and on the other, would fit in with the requirements of all other departmental works aimed at true rural development, thus forming the true zig-saw puzzle picture. This suggestion may seem at first to be impossible, and many may say that time honoured systems cannot be changed without a change in the existing statutory laws of the country. To hope for a change in statutory laws at the outset of such an experiment is impossible to contemplate and unless there exists proof of the desirability for certain changes.

For these reasons, and in consultation with my colleagues of all departments, it seems possible for a joint effort to be made by each department from the existing resources (budgets) at their disposal. Nearly every department has already various experiments in progress in some part of this Presidency. These works are scattered and are in no way linked with other departmental activities. It seems possible for each department to concentrate attention in one area for a joint effort. This appears to be a logical suggestion.

(4) *Diagrammatic representation of the scheme*.—Reference should now be made to the attached * diagrammatic representation for the working of such a proposal. One of the first steps seems to be the formation of a working committee in the area chosen. To avoid a change in policy, it has been suggested that such a committee should be headed by the Collector as Chairman, but that the frequent local meetings should be headed by a Vice-Chairman who should be the Revenue Divisional Officer of the area. The present Collector of Chingleput has agreed to this suggestion. The members of this Committee should be the representatives of all those who are actually and actively taking part in the scheme, namely, the district board, taluk board, village panchayats, district educational council, all departmental subordinates working in the area, who would represent the wishes of their respective departmental heads and any other voluntary agencies in this area. As organizing Secretary of this local committee, it has been suggested and agreed upon by all, that a first-class Health Officer should be placed on the area entirely for this work. It must be mentioned here that the

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work of this first-class Health Officer would not be to promote health work only. To this proposal Government has already officially agreed and this officer has been doing a great deal of preliminary work during the past two months in this area. Examining the diagrammatic sketch, the committee lies within a circle, while radiating outwards and inwards from this inner circle are a series of spokes to the wheel of the outer circle, on which departmental heads are shown diagrammatically. The inward arrows represent the staff, knowledge and effort which each head of each department would deflect into such an experimental area. But in so doing this each head of each department should realize that as he puts his work and ideas into the area, the central working committee would take these and see how best they could be made to fit into the scheme. The wishes of the respective departmental head and his local subordinate representative would naturally be carefully followed. A sure policy of give and take should be established in each case and between all workers. The outward arrows indicate that each head of each department would possess and control his particular branch of work, with opportunity for frequent visits, either alone or jointly with other heads of departments, and examine from time to time how the work progresses. A last look at the diagram will show two arrows from the Public Health Department on the outer circle. This represents diagrammatically a desire for my moving round and round this outer circle on purely unofficial terms, meeting and discussing with departmental heads the many difficulties and seeing how these difficulties could be adjusted. This would be purely unofficial work and would be based on entirely friendly terms. In fact, I have done this during the last two months and departments have agreed with this method of approach.

The spirit of co-ordination and co-operation must exist to its fullest extent both in the diagrammatic outer circle and the inner circle.

(5) *Proposed methods for starting the scheme.*—There are several important points in starting a scheme of this kind. These are:—

- (i) The preparation of the local villagers to receive such a proposal.
- (ii) The preparation of socio-economic survey which will form the base line of start.
- (iii) The careful preparation and application of work by each departmental head.
- (iv) The desirability of going slowly and cautiously towards the goal of successful rural development.

Let us examine each—

(i) *The preparation of the local villagers to receive ideas.*—No scheme can be successful unless the villager is made to believe that he is the originator of the work, and that the work done is his work. If this object is *not* kept in view no scheme of this kind will be successful nor will it remain once the driving influence is removed. To avoid such a calamity, at least six months should be spent on this preparatory work. Departmental heads have agreed and have *deflected* reliable subordinates

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to this area for work. Each departmental head has stated the line of preparatory work he proposes, prior to the introduction of any actual active work. For instance, it has already been agreed to by the Inspector of Municipal Councils and Local Boards that one of the most important preparatory works will be the formation of village panchayats, for all effort must be directed at the village unit. This work is in progress now. Instead of improvements being super-imposed from above, they should grow slowly and steadily from below upwards hence the necessity for this preliminary work. By such preliminary work, each departmental head would be able to study and advise the central working committee concerning his own line of work. This preliminary work has started and the following departments have already placed their workers on this area, from their existing budgets and without any additional expenditure to Government:—

Agriculture.	Panchayat formation.
Industries.	Non-officials.
Medical.	Normal Revenue staff.
Educational.	Red-Cross and other voluntary agencies.
Engineering.	Public Health.
Veterinary.	
Co-operative societies.	

(ii) *The Socio-Economic Survey*.—As the preparatory work amongst the villagers' proceeds, each department will wish for a survey of existing conditions in his own line of work. To start work in a rural area without knowing every existing condition would appear unscientific apart from being impractical. Attached as an appendix is the proposed Socio-Economic Survey. The Madras University Professor of Economics has agreed to lead this survey without any extra expenditure to Government. The survey is on the point of being started and the Economics representative has taken up his position on the field for this work. This survey will be completed by December 1933. Such a complete and efficient survey has never been attempted yet for rural India.

(iii) *The preparation and application of works*.—As a result of the preparation of the local villagers and socio-economic survey, each department would have the necessary details to formulate a plan of work for rural life in his own sphere. No one man or woman could possibly have the necessary departmental knowledge to formulate such a plan of work in all directions. It should be a joint effort prepared by each head of each department and discussed and agreed upon by the Central Committee representing all shades of opinion. The plan of work for each department should (a) be acceptable to the villager and (b) fit in with all other activities in the area.

(iv) The necessity for going slowly and cautiously goes without saying, for any work hastened will end in disaster.

Financial considerations.—The scheme now disclosed is the outcome of personal experience of rural work in India and also of careful observations on similar work in other parts of India and Ceylon. For

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the last two years, I have considered how best rural development work could be introduced in spite of the present financial crisis.

In consultation with heads of departments, the suggestion was made that such a scheme could be started from existing budget allotments by a re-adjustment of staff to the area and the concentration of experimental work on the area instead of the scattered work which exists throughout this Presidency. In March 1933, Dr. Victor G. Heiser, the representative of the Public Health Section of the Rockefeller Foundation of America visited the Madras Presidency, and it was with his encouragement that I finally proceeded to formulate this scheme. Dr. Heiser believed that if such a scheme could be started, the foundation would be prepared to view favourably such work and assist it financially. Six weeks later, Dr. Heiser again visited the Presidency and saw what preliminary work had been started. As a representative of the Public Health Section of the Foundation, he said he would like a careful estimate prepared and he telegraphed for Dr. Kendrick to meet him and later visit Madras for this purpose in collaboration with me. The finances for such a scheme must be divided into recurring and non-recurring expenditure.

Recurring expenditure.—All departments were asked unofficially by me what measures they could adopt to deal with this scheme, and all expressed their willingness to start the scheme. Only the Agricultural, Fisheries and Educational Departments replied that same extra expenditure would be necessary over and above their present budget allotments for recurring expenditure. The Agricultural Department suggested the necessity for ten rural guides, who would be trained in all branches of work. This proposal has been budgeted for under Public Health to be paid by the Rockefeller Foundation (see later). The Fisheries Department wished to make a survey on lines already started in the Chingleput district and this requirement will probably be secured from the All-India Agricultural Research Council. The Educational Department desired a woman worker. This was budgeted for by the district board; while the district board also budgeted for one Engineer (overseer) to work in the area. All other departments implied that they could enter the scheme on their existing budget allotments and as above described.

In May, Dr. Kendrick of the Rockefeller Foundation visited Madras and together we went into the problem of a budget for the Medical, Research Medical, and Public Health departments. Government has already officially asked for the services of Dr. Kendrick for this rural work and he will join in early July 1933.

The budget which Dr. Kendrick framed shows an annual recurring expenditure of approximately Rs. 29,000 on the part of the Foundation for this scheme and as a set-off against the cost of staff and equipment which can be diverted by Government to this area from the existing budgets under Public Health, Medical and Research Medical. The details of this budget are submitted herewith. The proposal is that the Rockefeller Foundation of America will consider the payment of this sum of Rs. 29,000 annually for a period of three years excluding the

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cost of the services of Dr. Kendrick himself. One of the conditions of the Rockefeller Foundation is that Government should be prepared to accept the introduction of this scheme on the moral understanding that should this scheme prove successful after a period of three years, Government will continue it. Government, of course, will be the judge to decide whether or not the scheme is successful and is worthy of further expenditure of money after the lapse of this three years' period.

Dr. Heiser made it clear on his second visit to Madras that he was the representative of the Public Health and Medical Section of the Foundation, and that he could not speak for the other departments of the Rockefeller Foundation. He did say that a Sociological representative of the Foundation would be visiting India in the near future and that if this co-ordinated scheme could be started at once, this Foundation representative would be in a position to see it and express his opinion on the desirability of financial help to other departments if required. Hence the desirability of starting this scheme as soon as possible. From the above, it will be seen clearly that Government will not be expected to bear any extra recurring cost within the next three years other than that which is already budgeted for, under the existing respective departments.

With regard to non-recurring finance.—In the first instance, it would be necessary to establish village panchayats. With formation of these panchayats, each village would be basic unit from which permanent works would start. The Inspector of Municipal Councils and Local Boards has informed me that he has annual grants, from which he can assist these panchayats in accordance with the existing rules. Permanent work carried out by panchayats is most desirable, because the villager will take part and he will then feel that the work is his own. This is the true spirit to be inculcated for the success of such a rural development scheme.

The District Educational Council of Chingleput receives annual grants from Government for educational work and it would be necessary for this Council to pay special attention to the growth of educational work on the new lines indicated by the Educational Department. The District Board of Chingleput reserve annual grants for rural development work. If these grants are spent wisely in the area, it will be a financial source for permanent works in this area. The District Board President has agreed to this point. The Local Government, in the usual course, gives annual grants towards works for water-supplies, drainage schemes, irrigation projects, agricultural schemes, industrial schemes and the like, throughout this Presidency. From time to time such grants would come to Tiruvallur taluk. For instance, a water-supply scheme is already in contemplation for Tiruvallur town and is now with Government. The All-India Agricultural Research Council is a body which partially finances rural schemes of this kind. For permanent works, therefore, finance though possibly small at first would, I feel, be forthcoming and would grow in amount once the scheme was established and was shown to be a growing practical and business-like concern.

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The rural training ground for workers.—It has been stated that the third initial object of such a scheme would be the formation of a rural training ground for workers of all departments. This proposal would naturally take place only after the scheme was established. However, let us examine this point briefly. At present the training of both subordinates and senior grade students in most, if not all, walks of life in India to-day is essentially theoretical and is not directed at the real practical problems of rural India. So theoretical is most of this training that although the qualifying students may be full of “book knowledge” their application of this knowledge in the field is impossible and impractical. Take, for instance, my own department of Public Health. Annually 90 Sanitary Inspectors are trained at the Medical College. Their course of instruction lasts for one year and is conducted entirely in Madras City. They have a high class theoretical course and receive some practical training in the Corporation of Madras. At the conclusion of their course, they have not spent “one hour” on the real practice of the subject on which they will be employed later, namely, work in rural India. Can it be regarded as their fault, that when they are qualified and engaged as Health Inspectors, they are almost as useless as if they had never undergone any technical training at all. Their training should comprise a very large share of real practical application of their book knowledge together with the use of their hands in its truest sense. This can only be achieved if a rural training ground existed near to Madras City. To attain this point alone, a rural development scheme appears desirable. A similar state of affairs exists for the special training of Health Officers. I feel confident that my own departmental case, cited above, equally applies to all other departments.

I visualize at a later date, training camps in the development rural area where students in all branches of work would be housed and would be made to practise their field work. This step would incidentally produce extra man-power to work the development of this experimental area to a high degree of efficiency and at no extra cost; for these students would not be paid employees in the area.

Conclusion.—To summarize this rural development scheme for the Tiruvallur taluk of Chingleput district, Madras Presidency—

- (1) The spirit of co-ordination and co-operation should be all important.
- (2) The villager should be the ultimate objective. For it is he for whom we strive. He should be helped to become a good citizen and a successful agriculturist or industrialist.
- (3) If this object is to be attained the villager must be made to feel that he is taking part in the scheme, if even this takes time.
- (4) No work must be superimposed upon him without his showing signs of wanting it and without his playing an active part in initiating the work.

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- (5) All departments, local bodies, and voluntary agencies should join hands in this effort.
- (6) The objects of this rural scheme should be clearly understood by all, namely, (i) demonstration, (ii) research and (iii) training ground for students.
- (7) The necessity for Government to accept this scheme officially.
- (8) The desirability of informing the Rockefeller Foundation representative of Government's acceptance of the scheme on the moral understanding that if after a lapse of three years Government consider the scheme to be a success, they will take over this scheme.

(1)

SOCIO-ECONOMIC SURVEY OF TIRUVALLUR.

GENERAL NOTE.

The scheme of survey is now ready, and is enclosed herewith for information.

The following points arise:—

1. Enclosed * is a diagrammatic key to the survey, which shows that the Economics department under the Professor of Economics of the Madras University, becomes the co-ordinating agent. Radiating out from the centre are the main headings dealing with the several aspects of rural life. On the outer circle, the heads of departments dealing with the several problems are indicated.
2. The scheme submitted is a provisional outline, which is subject to alteration as new facts and problems come to light during the course of enquiry.
3. In the last heading of the scheme will be seen the title 'appendices'; under this heading departmental heads will observe that special and technical aspects have been grouped. Heads of departments may, if they wish, undertake special surveys of technical problems. This would be incorporated as appendices to the final survey, and from which the economic expert will extract their bearing on rural life, in consultation with the heads of departments.
4. From the above it will be seen that heads of departments are invited to send their suggestions with regard to the scheme. In offering these suggestions, will the heads of departments be good enough to group them under (1) general, (2) technical? This will facilitate the enquiry. If this is done, it will ensure that the survey is more comprehensive and useful than any which has been carried on in India so far.

* Not printed.

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5. *Method of enquiry*—

- (1) During the month of May, each departmental subordinate on the area will get into touch with each other in informal meetings, and will demonstrate each to each, their work with special reference to the scheme of survey.
- (2) The next stage will be the survey, which will be split up into three parts :—
 - (a) The general survey of the whole region.
 - (b) Intensive investigation in selected areas.
 - (c) Enquiries into the special problems of the region.

(2)

PROVISIONAL OUTLINE FOR A GENERAL SURVEY OF THE REGION.

Section I.—Physical features.*Section II.*—Population, caste and occupation.*Section III.*—Land revenue and tenures.*Section IV.*—Holdings.*Section V.*—Irrigation and rainfall.*Section VI.*—Crops and vegetation.*Section VII.*—Agricultural methods and practice.*Section VIII.*—Cattle and agricultural stock.*Section IX.*—Rural labour.*Section X.*—Expenses of cultivation: Yield and price of land.*Section XI.*—Agricultural finance and rural indebtedness.*Section XII.*—Marketing, communications and transport.*Section XIII.*—Rural industries and subsidiary occupation.*Section XIV.*—Standard of living and rural prosperity.*Section XV.*—Defects in the economic organization of Tiruvallur, and avenues of reform.*Section XVI.*—Appendices.*I.—Physical features.*

Physical features and their economic significance.

Situation and boundaries—Area, extent, etc.

Topography.

Geological characteristics.

Soils and subsoils.

Water and drainage.

Mines and mineral wealth.

Climate and temperature—Relation to crops.

II.—Population, Caste and Occupation.

1. Total population—Number of inhabited houses—Size of the family—Growth: Birth and death rates—Increase or decrease—Economic effects.

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2. Pressure of population on the soil—Rate of increase—Density of population—Whole area—In certain villages—Population per acre of occupied and cultivated land: Variations—Causes.

3. Urban and rural population—Number of towns and villages—Classification of villages according to population—Urban migration.

4. Population according to age and sex—Total able-bodied workers—Males and females.

5. Population and castes—Classification.

6. Population and occupation (with special reference to their degree of dependence on agriculture)—Non-agricultural.

Agricultural—Landed families—Chief castes.

Landless families—Chief castes—Tenants—Distribution of 1,000 actual workers in agriculture—Growth of absenteeism—Increase in the number of tenants, etc.

III.—Land, Revenue and Tenures.

1. Total number of villages and area—Classification according to tenure: Ryotwari—Inam—Zamindari.

2. Total area of the region—

Poramboke—Forest—Arable area—Cultivated area—Manavari—Fallows.

Dry—Wet.

Scope for extension of cultivation—Profitability.

3. Existing system of land revenue assessment and collection.

Total land revenue assessment of the region—At previous settlements.

4. Rate of assessment for each class of land—Wet, dry, manavari.

Highest and the lowest rates—Compounded rates—baling remissions—Area under each rate or 'Taram.'

5. Incidence of land revenue—Inequality in the incidence of land revenue between localities and individuals—Land revenue as an accurate index of the fertility of the soil.

6. Collecting season and instalments—Difficulties caused, if any; sources of payment.

7. Land revenue remissions: total amount remitted during the past several years—How far an index to the nature of the harvests.

8. Mirasi villages—Number—Chief features—Effect upon holdings and cultivation—Proportion of land revenue to the yield from land—Zamindari rents in the area.

IV.—Holdings.

1. Size—Total number of holdings at present—Previous years—Average size of the holding—During the last several years—Extent of wet and dry land per holding—Average size in different localities.

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2. Average assessment per holding—At present—Previous years—In different localities.

3. Subdivision—Rapidity of subdivision during the last 50 years—Causes—Nature—Extent, evil effects—Possible remedies.

4. Fragmentation—Its real nature—Causes—Nature—Effects.

5. Cultivators' holding and owners' holding—Difference—Average area of cultivators' holding in some villages—How the evil effects of subdivision and fragmentation affect "cultivators' holding."

6. Absentee pattadars—Growth—Causes—Caste or class affected most by it—Villages where absenteeism is a marked feature—Causes—Effects of absentee landlordism—Remedies.

7. The minimum holding—Ideas about 'economic holding'—Ideas about 'economic holding'—The difficulty of determining an 'economic holding'—The size of the minimum holding—Difficulty and defect in estimating an average or minimum holding.

8. Reform:—

(i) Consolidation—Obstacles in the way—Legal—Administrative, etc.

(ii) Other reforms—Co-operative, farming, etc.

V.—Irrigation, Rainfall and Seasons.

1. *Irrigation.*—Chief source of irrigation in this area—Number of tanks—Wells—Kinds—Capacity to hold water—Area under each source—Dependability of the sources of irrigation—Average area grown annually with two crops—Total area protected in all seasons—Area protected in ordinary years—Chief defects—Insufficiency of irrigation sources.

2. *Rainfall.*—Statistics of rainfall for the last thirty years—Nearest rain-gauge—Rainfall by months for the past ten years—Distribution of rainfall over the region—Seasons—North-east and south-west monsoons—How it affects cultivation.

3. *Seasons.*—Worst years during the last three decades—Famines and distress—Frequency—Duration of famines—Intensity—Extent affected—Relief measures—Classes most affected—Precariousness of rainfall.

4. Methods for combating this evil—Irrigation projects—Dry farming—Tube wells, etc.

VI.—Crops and Vegetation.

1. Area cropped—Total area cropped during the last twenty years—Net area cropped (cultivated) annually—Total double crop area—Fluctuations—Causes—Area laid fallow annually—Causes—Land revenue on fallows.

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2. Crops grown in 1932-33—Area under each crop—Crops in a few previous years—Changes—Causes—Food crops and commercial crops—Garden crops and vegetables—Chief villages—Total area—Possibility for improvement—Indigo—Causes of decay—Possibility of growing other crops—Sugarcane—Betel—Plantain, etc.

VII.—Agricultural methods and practice.

1. Mode of cultivation adopted—Traditional methods and implements—For paddy—The 'irrigated' and 'unirrigated' methods—Total area under each—First crop and second crop—For other crops—Cultivating seasons—Area cropped, sowing seasons and the timeliness of the rains.

2. Manures and manuring—Kinds used—Green leaf, etc.—Chemical manures—Approximate total quantity used annually in the region. Distributing centres—Effects of chemical manures on the soil—Popularity—Estimated cost of the different varieties per acre—Preservation of manure and manure pits.

3. Rotation of crops—Practice followed—First and second crops—Agricultural improvement—Scope and extent—Better seeds and new varieties—Agricultural department and its work in the area.

4. Chief crop pests prevalent—Virulence—Frequency of attack—External and internal pests—Crop protection.

5. Tenancy—Leasing out lands to tenants—Number of non-cultivating landlords in the region—Total area owned by absentee landlords—Varam and kuttagai—The common way—Share in each case to the landlord—Kuttagai for different kinds of lands—Total area and percentage of the total 'occupied' area leased out in some typical villages—Registration of lease deeds—Lease amounts—Rack renting—Relationship between landlords and tenants.

VIII.—Cattle and Agricultural Stock.

Agricultural implements—In use—Short description—Statistics during the last few years—At present—New ploughs or improved varieties in use—Cost of the several implements—Repairing charges—Payment in kind, etc.—Duration of life of these implements—Total area per plough.

1. Cattle and livestock—Statistics (1932-33) in the previous years—Changes—Causes—Rate of increase in plough bullocks (Cf. increase in arable and occupied area)—Kinds—Sources of supply—Purchasing centres—Price for the different varieties—Cost of maintaining a pair of bullocks.

2. Cows and she-buffaloes—Milk-supply—Demand from Madras—As a source of subsidiary income to ryots—Sheep and goats—Mutton-supply, etc.

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3. Nearest breeding station—Improvement of breeds—The several breeds in use—Capacity to work.

4. Fodder supply and fodder used—Fodder grown—Grazing resources—Adequacy—Total fodder needed—Reserved forests—Silage, etc.—Methods adopted by the ryots for preserving hay—Influence of Madras on local fodder-supply.

5. Cattle sheds—Methods and conditions—Sanitary aspect—Econonizing fodder—Preserving manure, etc.—Suitability of planned and improved sheds.

6. Cattle disease—Frequency—Approximate total mortality due to epidemics per year in this region—Methods of control—Veterinary department.

7. Improvements required—Better breeding, fodder and housing control of epidemics—The problem of useless cattle.

IX.—Rural Labour.

1. Kinds of labourers—Non-agricultural—Agricultural—Village artisans—Industrial labourers—Chief occupations—Agricultural labour—Casual and permanent—Number of padials in each village—Method of securing them—Conditions of employment.

2. Quantity of labour—Chief castes that supply labour—Total labour force of the region—Males—Females—Demand for labour—Conditions affecting demand—Seasonal stress—Labour disputes and strikes—Emigration—Effects—Total area cropped annually—Approximate total labour required.

3. Quality of labour—General condition of labourers—Hours of work—Different kinds of work—Skill of the labourers—Efficiency—Need for training—Vocational training.

4. Wages—Paid to different kinds of work—Labourefs—Localities and seasons—Factors that influence the rates—Method of payment—Kind of payment—Grain, money, etc.—Extra payments—Wage rates between 1910 to 1930—Rise or fall—Effect upon the labouring classes.

5. Standard of life of labourers—Family budgets of agricultural labourers—Casual and permanent—In typical areas—Average annual income per family (of labourers)—Health and general efficiency—Prevailing diseases—Duration of illness—Unemployment—Effects—Actual receipt of wages of a few labouring families—In a year—Seasons of unemployment—Its duration—Spare time at the cultivators' disposal—Unemployment and under employment—Mobility of labour—Between localities and occupations—Caste and other barriers.

X.—Expenses of cultivation—Yield and price of land.

1. Expenses of cultivation—Difficulty of obtaining accurate date—The several stages of cultivation—Expenses for each—Conditions

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affecting the cost of each stage—Cultivation schedules—Cost of cultivation and yield per acre of land (i) single crop, irrigated and unirrigated paddy—(ii) Double crop paddy—(iii) other crops—In different localities—Expenses of cultivation and yield of some pattadars in the region—Profits of cultivation or percentage of profit from agricultural investment—Increase in the expenses of production in recent years—Effects.

2. Yield—For different kinds of land and crops—“Standard out-turns”—Gross produce—According to Ryots’ accounts—Lease deeds—Resettlement party—Prevailing kuthagai or varam.

3. Price of land—For different kinds—Different localities—Methods of sale—Factors that influence the price of land—Rise in land values—Causes and effects.

XI.—Agricultural Finance and Rural Indebtedness.

1. Extent of indebtedness—Its incidence per family, acre, land revenue, etc.—Percentage of families in debt—Variation between villages—Factors that influence the volume.

2. Centres of rural finance—Sources of credit—Geographical distribution—The most important source—A critical account of each source—Money-lenders of the locality—Co-operative credit.

3. Borrowing seasons—What is borrowed—Quantity of grain loans in certain villages—Size of loans.

4. Securities offered—Movables and immovables—Amount of indebtedness against each, in typical villages.

5. Methods—Mortgages—Simple and usufructuary—Total area mortgaged each year—Pro-notes and bonds—Pledge loans—Jewels—Crops, etc.—Hand loans “khata” accounts—Amount under each head—Growth of debt of a normal ryot.

6. Purposes for which the ryot needs credit—Total credit—Needs of the agriculturists—A rough estimate—Purposes for which the existing debt was incurred—Purposes of loans and causes of indebtedness.

7. Prevailing rates of interest—Amount under each rate—How rates are determined—The price of credit and the cost of credit—Variety of rates—Average rate—Grain rates and money rates—Rate of interest, rise or fall, causes.

8. Duration of loans and duration of debt—Mortgage loans—Stated “term” and actual “duration”—Causes.

9. Repayment of loans—Are they made with ease—Sources of repayment—Causes for non-repayment—Effects—Land transfers—Dangers—Area annually transferred.

10. Effects of indebtedness upon incentive to work—“Tying clauses,” etc.—Causes of indebtedness—Remedies—Existing ones—Real remedy—Credit reform—Creation of saving facilities—Post office savings bank—Co-operative banks—Provision of credit.

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XII.—Marketing and communications.

1. Roads and railways—Total mileage—Quality—Centres connected—Number of villages without roads and paths—Transport facilities—Bandies—Number of carts in the region—Motor lorries and buses—Cost of transport.

2. Marketing—Chief articles sold—Market centres—Geographical distribution—Shadies and fairs—Cattle-fairs—Other fairs.

3. The process of marketing—General method—(1) For paddy, (2) vegetables and (3) other things—Middle men—Petty traders—Cartmen, mandy merchants, etc.—Commissions paid—Marketing costs—Examples—The crux of the problem—Deceit and fraud—Played—Adulteration—False weights and measures—Exploitation of the ryots—Forced sale of produce—Weights and measures—Varieties in use—Effects—Advantages of standardization.

4. Defects in the existing marketing system.

XIII.—Rural industries and subsidiary occupations.

1. Sources of subsidiary income—Non-agricultural occupations in the locality—Occupation subsidiary to agriculture—Cottage industries—Kinds—Weaving—Pottery, etc., brief description—Cottage industries that might be developed.

2. Village artisans—Method of payment—Payments in kind—Annual earnings.

3. Means for developing cottage industries—How far they fit in with agricultural work—Chief classes and castes that get subsidiary income.

XIV.—Standard of life and rural prosperity.

1. Standard of life of the rural population—Variations—Factors—Locality, caste, economic status and occupation—Per capita annual income of an average family in the locality—Method of assessing income—Family budgets of typical families—Cost of maintaining a normal peasant's family.

2. Articles of consumption in the locality—Necessaries and comforts:—

- (i) Food—Daily routine meal or menu of the average ryot—Nutritional value, etc.
- (ii) Clothing and jewellery—Dressing and apparel—Different kinds—Number of tailors in the region—Number of goldsmiths—Jewellery and ornaments—Kinds used.
- (iii) Housing and house-sites—Village-site and area—Nature and extent of housing accommodation—Description of a typical house—Total number of houses and number of families in some typical villages—Adequacy of housing accommodation—Example from typical villages—Number of huts—Number of tiled houses—Terraced ones—Percentage.

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(iv) Furniture and other articles of comfort—Domestic utensils

(v) Luxuries and vices in vogue—Drink habit—Number of toddy shops in the locality—Other narcotics—Total excise revenue—For the last ten years.

3. Social customs of agriculturists—The daily routine of the villager—Amusements—Rural sports and recreations—Old and new—Fairs and festivals—Pilgrimage and travel.

4. Education and literacy—Number of schools—School children—Percentage—Boys and girls—Level of education—Quality, etc.

5. Sanitation and Public health—Public health and economic welfare—Drainage and water-supply—Drinking water—Common diseases in the locality—Mortality statistics—Agencies for prevention and cure—Medical aid—Cost and accessibility, etc.

6. Rise of prices and its effect on the standard of life and rural prosperity—Change in the standard of living during the last 30 years—Increase in the prosperity of the masses—Methods of assessing the increase.

7. Village budgets—Rural social life—Decay—Civilizing influences—Urban influence—New ideas, habits and customs—Effect upon rural life and prosperity.

XV.—Defects in the Economic organization of the region and remedies.

1. Resumé of the chief economic features of the region—Peculiarities—e.g., urban influence—demand for labour from railway workshop—Uneconomic nature of the present system of agriculture—Insufficiency of irrigation sources, etc.

2. Maladjustment between the several factors of agricultural production.

3. *Remedies*.—(a) Land, ways of economizing it: larger product per acre, etc.

(b) Labour—Measures to check seasonal waste and unemployment—Unemployment of women.

(c) Agriculture stock—Cattle and implements, improvement and economy.

(d) Others—Better farming—Improved marketing—Sufficient credit, etc.

(e) General—Education and training.

XVI.—Appendices.

1. Mortgage debt.

2. The Co-operative movement—Its achievements.

3. Rural sanitation and housing.

4. The state of education and literacy.

5. The cattle of the area.

6. Local boards and panchayats.

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7. Missionary efforts at improvement—Results.
8. Agricultural improvement.
9. Rural pisciculture—Scope and prospects.
10. Cottage industries—Methods of development.
11. Crime statistics.
12. Excise statistics.

RURAL DEVELOPMENT SCHEME (TIRUVALLUR TALUK).

Budget Estimate.

Items of expenditure.	Rockefeller Foundation.			From Government existing sanctioned budgets.		
	RS.	A.	P.	RS.	A.	P.
A. Pay of officers—						
One first-class Health officer (Secretary and Leader) Rs. 250—600 (average Rs. 450 per mensem)	...	...	...	5,400	0	0
One Research officer, Rs. 300—15—450—20—650 (average Rs. 450 per mensem)	...	...	...	5,400	0	0
One second-class Health officer, trained as first-class Health officer, Rs. 100—300 (average Rs. 200 per mensem)	...	...	...	2,400	0	0
One second-class Health officer, Rs. 100—300 (average Rs. 200 per mensem)	...	...	...	2,400	0	0
One Sub-Assistant Surgeon—Hospital—English qualification for Tiruvallur Dispensary (average Rs. 200 per mensem)	...	...	...	2,400	0	0
Total	...	...	...	18,000	0	0
B. Pay of establishment—						
Five Sanitary Inspectors, Rs. 60—120 each (average Rs. 90); total Rs. 450 per mensem.	...	...	...	5,400	0	0
Four Health visitors at Rs. 95 each. monthly Rs. 380	4,560	0	0	...	...	...
One Sanitary Overseer, Rs. 80 per mensem	...	...	...	960	0	0
One compounder (Hookworm) and cinema operator, Rs. 40 per mensem	...	...	...	480	0	0
Two clerks, one on Rs. 45 and one on Rs. 35, total Rs. 80 per mensem	960	0	0	...	...	...
Eight midwives at Rs. 30 each, total Rs. 240 per mensem	2,880	0	0	...	...	...
One Laboratory attendant, second grade, Rs. 23—35 (average Rs. 30 per mensem)	...	...	...	360	0	0
Ten S.S.L.C. men as village guides at Rs. 20 each—(No travelling allowance), total Rs. 200 per mensem	2,400	0	0	...	...	...
Five peons, each Rs. 12—18 (average Rs. 15), total Rs. 75 per mensem	...	...	...	900	0	0
Three peons for Health officers and one peon for Sanitary Inspector at Rs. 12, total Rs. 48 per mensem	576	0	0	...	...	...
Four peons for four Health visitors at Rs. 12 each, total Rs. 48 per mensem	576	0	0	...	...	...
Eight female attendants for eight midwives at Rs. 7 each, total Rs. 56 per mensem	672	0	0	...	...	...
Total	12,624	0	0	8,100	0	0
Total pay	12,624	0	0	26,100	0	0

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RURAL DEVELOPMENT SCHEME (TIRUVALLUR TALUK)—*cont.**Budget Estimate—cont.*

Items of expenditure.	Rockefeller Foundation.			From Government existing sanctioned budgets.		
	RS.	A.	P.	RS.	A.	P.
C. Travelling allowances—						
Travelling allowance fixed, first-class Health officer, Rs. 125 per mensem	1,500	0	0	...		
Travelling allowance fixed, two second-class Health officers at Rs. 50 each, Rs. 100 per mensem	1,200	0	0	...		
Travelling allowances fixed for five Sanitary Inspectors at Rs. 20 each (Rs. 15 plus Rs. 5 house-rent), total Rs. 100 per mensem ...	1,200	0	0	...		
Travelling allowance fixed for thirteen peons at Rs. 4 each, total Rs. 52 per mensem ...	624	0	0	...		
Travelling allowance fixed for four Health visitors at Rs. 35 each (Rs. 30 plus Rs. 5 house-rent), total Rs. 140 per mensem ...	1,680	0	0	...		
Total, Travelling Allowance ...	6,204	0	0	...		
D. Contingencies—						
Rent of office building and laboratory (or Rs. 1,800 for building) rent Rs. 50 per mensem	600	0	0	...		
Stationery, stamps and printing	1,200	0	0	1,000	0	0
Furniture	1,000	0	0	250	0	0
One lorry (non-recurring)	3,500	0	0	...		
Running charges for the lorry, Rs. 100 per mensem	1,200	0	0	...		
Drugs and equipment	2,000	0	0	300	0	0
Cinema equipment	...			2,000	0	0
Films	...			1,000	0	0
Five lanterns, each Rs. 250	...			1,250	0	0
Working charges, cinema and lanterns	...			700	0	0
Preparation of films and lantern slides	...			500	0	0
Two cameras	...			200	0	0
Two boring equipments	...			280	0	0
One typewriter used	...			100	0	0
Equipment for Welfare Centre	...			500	0	0
Eight equipments for eight midwives	...			200	0	0
Three tents	...			200	0	0
One calculating machine	...			500	0	0
Contingencies (Miscellaneous expenditure). ...	1,500	0	0	...		
Well-boring equipment	...			1,000	0	0
Laboratory equipments	...			1,000	0	0
Research Laboratory from King Institute ...	...			500	0	0
Total, Contingencies ...	11,000	0	0	11,480	0	0
Grand total ...	29,828	0	0	37,580	0	0

Order—No. 1467 [50 (S)], P.H., dated 30th June 1933.

The Director of Public Health has submitted to the Government his proposals for a co-ordinated Rural Village Development Scheme in an area of the Tiruvallur taluk, comprising approximately the central one-third of that taluk, about 90 square miles in extent and including 100

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villages and hamlets with a population of 69,000 in all. The panchayat town of Tiruvallur forms the centre of the area.

2. The general objects of this Rural Development Scheme have been formulated as follows:—

- (a) To form a demonstration of real rural development and how it should be worked.
- (b) To constitute a field of rural research into administrative as well as technical matters.
- (c) At a later stage, to form a rural training ground for workers of all departments.

3. The scheme has been examined in its public health and medical aspects by Dr. Victor G. Heiser who represents the Public Health and Medical section of the Rockefeller Foundation, and it is stated, that, as a result of this examination, it is hoped that the Rockefeller Foundation will be prepared to consider the grant of a recurring expenditure of approximately Rs. 29,000 per annum for three years on this scheme, provided Government approve of the scheme and provided further that after the lapse of three years they will consider taking over the scheme, should it prove successful. It, however, appears that with a view to obtain this grant of Rs. 29,000 from the Rockefeller Foundation, it is necessary to forward the approval of Government of this scheme, together with the detailed budget, for consideration by the Foundation by July 1933, and that the grant, if made, would be available from January 1934.

4. It appears from the detailed budget submitted for the public health and medical aspects of the scheme by the Director of Public Health that the proposal implies that, in the area in question, a total sum of Rs. 67,408 is to be spent yearly on this special experiment, of which the Government will spend Rs. 37,580 and the Rockefeller foundation Rs. 29,828. No indication has been given by the Director of Public Health, in respect of the Government's share, as to how far the proposals imply the employment in the area of additional establishments for the incurring of additional expenditure over and above the establishments employed or the expenditure incurred at present in that area. But the Director has assured the Government that he can find the necessary funds of Rs. 37,580 from his existing budget which is drawn for the year 1933-34. It appears to be assumed by him that for the next three years the allotments to the Public Health budget will not be less than those which have been given in the current year.

5. As regards the co-operation of other departments, no details of any kind have been worked out, but, with the exception of one or two, the discussions between the Director of Public Health and the departmental heads appear to have been entirely verbal and general. The Government gather from the report of the Director of Public Health that the departmental heads have similarly expressed their readiness to co-operate, but on the basis of their existing budget allotments and without

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the provision of additional staff at the expense of Government. In other words the underlying assumption here also is that the budget allotments of these departments will not also be less, during the next three years, than those given in the current year. The Government must make it clear from the outset that no assurance can be given, either explicitly or by implication, to warrant this assumption. The financial position and prospects of the Government are such that they cannot bind themselves for the next three years to continue in any department the scale of expenditure that they have been able to provide in the budget for 1933-34. If, therefore, the adoption of the scheme necessitates any increased expenditure in this area in any department, provision must be found for it from such grants as the Government may be in a position to make from year to year, even though this might mean the diversion of expenditure from other parts of the Presidency for the purpose of this intensive scheme of Rural Development in Tiruvallur. The Government desire to make this point clear at the outset to all concerned including the Rockefeller Foundation, from whom the grant is to be obtained, namely, that they must retain complete freedom in respect of the future allocation of funds for the activities of all departments, whether it be the Department of Public Health or any other.

6. As regards the proposed condition of the grant from the Rockefeller Foundation, what appears to be asked for from the Government is a promise that, if after three years from the date of its inception the scheme is 'successful,' the Government will consider taking over the scheme, and presumably the continuing of it fully at Government expense. Here also, the Government desire to make their position clear. While the Government are not prepared to subscribe to the position, from which the scheme appears to proceed, that their officers are or have been without information as to social or economic conditions in the villages, yet they are in sympathy with the general objects of the scheme which appeal to them to be laudable and to promise possibly valuable results. *But* they must reserve to themselves entirely the right to decide as to whether the scheme has been successful and is worth continuing, and to decide also, if the scheme is to be continued, how far, in what shape, on what scale and at what cost it shall be continued, if at all. Furthermore, their undertaking is subject to the proviso that the finances of the Government at that time permit them to continue the experiment, and that the Legislative Council votes the necessary funds.

7. It appears to be intended that the general direction or control over this 'experiment' is to be in the hands of a committee presided over by the Collector as President with the Revenue Divisional Officer as Vice-President, the employees or the principal employee of the co-operating departments working in the area, being members of the committee together with representatives of local bodies or other interests. The scheme as framed by the Director of Public Health makes no attempt to define the functions or the authority of this committee. Actually its functions will be of an advisory character with the object of co-ordinating all the measures adopted by the various co-operating departments, and

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its duties will be to move the various departmental heads in respect of their respective activities. It will be understood, however, that any action that has to be taken or expenditure incurred in any co-operating department, will be done by the head of the department, if within his own normal powers, and if in excess of his normal powers, the orders and sanction of the Government must be obtained. Heads of departments must bear in mind, in this connexion, what has been set forth in paragraphs 4, 5 and 6 above. The Collector and his Board, as such, will have no financial or administrative authority.

8. Subject to the foregoing remarks and stipulations, the Government are pleased to approve of the scheme submitted to them and authorize the Director of Public Health to move the authorities of the Rockefeller Foundation for the proposed grant. In doing so, he will communicate to them a copy of this order for their consideration.

(By order of the Government, Ministry of Local Self-Government)

E. CONRAN SMITH,
Secretary to Government.

To the Director of Public Health.

„ the Surgeon-General.

„ all Heads of Departments.

Copy to the Accountant-General and to all Departments of the Secretariat (all sections).

„ President, Panchayat Board, Tiruvallur, through the President, Taluk Board.

„ President, Taluk Board, Tiruvallur.

„ President, District Board, Chingleput.

„ Collector, Chingleput.

„ Examiner of Local Fund Accounts.

„ Sanitary Engineer to Government.

APPENDIX III.

[Vide answer to question No. 844 asked by Rai Sahib C. Kolanda Reddi at the meeting of the Legislative Council held on the 23rd March 1934, page 684 supra.]

Sisters who resigned their appointments and the reasons for their resignation.

1. King George Hospital, Vizagapatam—

(1) S. Bicknell—Resigned for reasons of health.

2. Headquarters Hospital, Masulipatam—

(1) Rose Mary—Resigned on account of ill-health.

(2) Lucas Sopranatty—Resigned on administrative grounds.

(3) Mary M. Kollar—Resigned for working up a dispensary for the poor opened by the Superior General.